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ABSTRACT

A review was conducted of the public library service in northeastern Ontario leading toward the revised policies and expanded regional service programs. Sociological and environmental problems of the area were analyzed and solutions were suggested. Easy access to all library resources would encourage cooperative and efficient public use. A concentration of French-language patrons should determine the selection of materials and staff. Bilingual and bicultural guidelines were devised for print and non-print materials to be made available for schools, private homes, and the elderly through the bookmobile. Extensive sections cover current and future audiovisual services and a suggested audiovisual budget. Statistical tables and a map of transportation facilities are included. (DS)

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REGIONAL PUBLIC LIBRARY SERVICE

IN NORTHEASTERN ONTARIO

INFORMATION, MEDIA & LIBRARY PLANNERS

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ED108587

REGIONAL PUBLIC LIBRARY SERVICE

IN NORTHEASTERN ONTARIO

May 1974

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Information, Media and Library Planners,
164 Macpherson Avenue,
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LETTER OF TRANSMITTAL

May 15, 1974

Mr. Brian Cahill,
Director,
Northeastern Ontario Regional Library Board,
P.O. Box 670,
Kirkland Lake, Ontario.

Dear Mr. Cahill:

We are pleased to submit a report on public library services in your region as authorized by the board in a motion passed at its meeting of January 19, 1974. We trust that the terms of reference as outlined in our letter of December 12, 1973 have been fulfilled and that we have stressed, where appropriate, the need for a revision of policy and a new direction for some of the regional service programmes.

After this report has been studied by yourself, the regional board and the library personnel of the region we hope that the evidence, opinions or recommendations included will result in improved library services for the people of the region.

If we can be of further assistance at any future date we will be pleased to do so.

Yours truly,

A. Bowron
Information, Media and Library Planners

164 MACPHERSON AVENUE / TORONTO / CANADA M5R 1W8 / 416 964-0361

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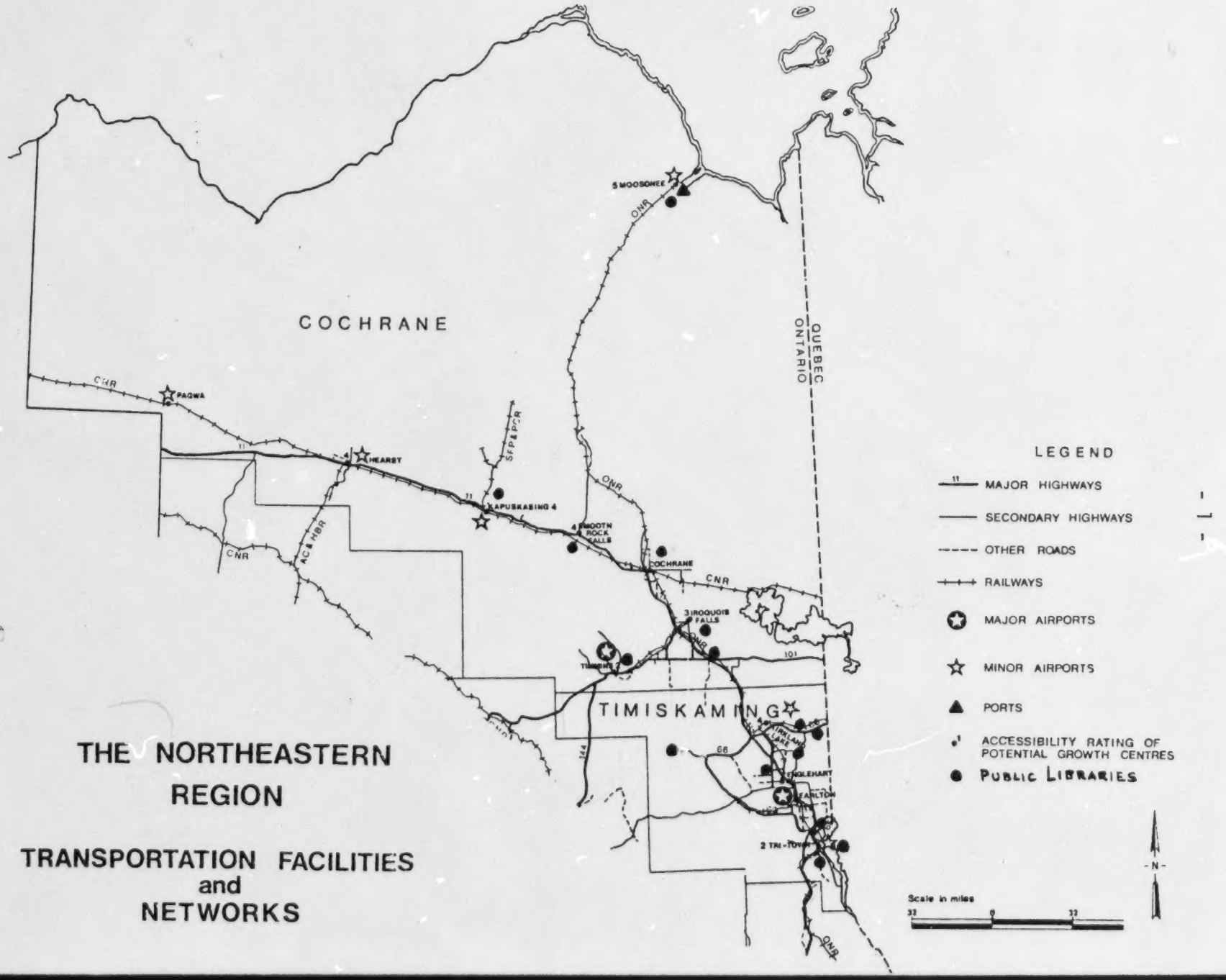

THE NORTHEASTERN REGION

TRANSPORTATION FACILITIES and NETWORKS

I THE COMMUNITY: A SUMMARY OF TRENDS AND CHARACTERISTICS*

1. General Development

a. The region has experienced an overall population growth which is below the provincial average. If present trends continue, the region's proportion of the provincial population will decline substantially.

b. The region is experiencing a continuing trend towards urban concentration. The larger urban centres are expanding at a relatively rapid rate, while rural areas and some centres associated with gold and uranium mining are declining.

c. The existing population distribution is clustered along two settlement corridors. Highway 17 has emerged as a major corridor, encompassing Sault Ste. Marie, the Sudbury Basin and North Bay and including some 300,000 people. The area along Highway 11, from North Bay to Hearst has become another corridor. Kapuskasing, Kirkland Lake and Timmins have emerged as centres of population concentration. Although their economic bases are relatively specialized in either mining or forestry, all have a relatively diversified trade and services sector. Almost 200,000 people live along this urban corridor.

d. The more northern communities along Highway 11, especially Hearst, Kapuskasing, Smooth Rock Falls and Cochrane, are all relatively isolated by distance. Although each is dependent on one main activity, these centres have had to provide an adequate range of trade, services and recreational facilities and have become more self-sufficient than many centres nearer large population concentrations.

e. Little urban settlement or economic development has occurred at any distance from the two major highways. With the exception of Chapleau, on the Canadian Pacific Railway, there is almost a complete absence of population within the Sault Ste. Marie-North Bay-Hearst triangle; and outside it, only Wawa, Hornepayne and White River are of note. Moosonee, on James Bay, is only accessible by air and rail.

f. The region has not equalled the provincial average in some aspects of economic growth. This has been particularly true of employment growth.

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* Edited from Design For Development: Northeastern Ontario Development Region. Analysis Phase I. Department of Treasury and Economics. 1971.

g. The region continues to rely on its resource-oriented activities of mining, forestry and related manufacturing industries to provide a substantial proportion of its employment opportunities and income.

h. Growth in manufacturing not directly related to resources has been limited, except for the production of food and beverages and other activities oriented to local or regional markets. Small-to-medium-sized manufacturing firms have become well-established in Sault Ste. Marie, Sudbury, North Bay and the Tri-towns of New Liskeard, Haileybury and Cobalt.

i. Tourism has emerged as an important activity.

j. Other service activities have increased rapidly in all urban centres of the region. This is partly in keeping with a national trend.

2. Economic Development

a. The region as a whole has a narrow and relatively slow growing economic base. This is the case in most of the larger centres and is particularly so in the many smaller communities. If, under these conditions, the dominant industry declines, substantial hardship follows because few, if any, alternative forms of employment are available. This has happened in many of the gold mining communities.

b. There is a shortage, in the region, of manufacturing industries which are not directly resource-oriented. Efforts to attract economic activity into the region have largely involved promotion rather than planned development, and industrial parks or serviced sites are not always available even in the larger urban centres. The region has had only moderate success in attracting non-resource-based manufacturing, not only because it is somewhat removed from existing major markets, but also because the present settlement pattern is too scattered to provide adequate industrial linkages and a sufficiently large labour pool. The presence of high-wage dominant industries in the export sector has tended to increase production costs. This has subsequently acted as a deterrent to the establishment of medium-sized firms which sell their produce in local as well as national markets. Finally, there is a shortage of highly qualified personnel because of out-migration, particularly of the young, dynamic sector of the population.

c. The overall long-run outlook for forest-based industries in the region appears generally favourable. However, on the basis of past trends and information taken from special surveys, no substantial employment increases can be anticipated in the short run. Rising costs have increased the possibility of substituting some wood products with synthetic products. In addition, Northeastern Ontario producers have been serving a relatively slow-growth market. Consequently, they have been reluctant to expand plant facilities substantially.

d. The agricultural sector has the lowest level of productivity per capita and the lowest rate of return on investment of all sectors. Few of the farms are economically viable, and a lack of investment capital has prevented a full application of modern technology to some agricultural enterprises.

e. The region has considerable potential for tourism but faces the problem of distance from major urban markets. This has handicapped developers in utilizing local tourist attractions to compete effectively with the intervening recreation areas of Georgian Bay, Muskoka and Haliburton.

f. While technological improvements in mining and forestry have allowed the region to pay above average wages and salaries, they have also required an increasing substitution of capital for labour.

g. Income per capita is below the provincial average. This appears to be largely the result of limited employment opportunities for females. All other income indicators generally compare favourably with the provincial average.

3. Transportation and Communication Problems

a. Long distances to markets have resulted in high transportation costs to the region's export industries. Lower traffic densities and smaller unit loads caused by limitations of market size have increased the cost structure of imported goods.

b. Certain mineral, forest and recreational resources require access roads to realize their full potential.

c. There is a marked absence of the surface communication facilities necessary to provide adequate business and social services, as well as entertainment. This problem is most acute in the more remote northern centres. Air-links have improved substantially in recent years with the advent of a subsidized airline and better commercial air services.

4. Social and Environmental Problems.

a. Educational opportunities in the more remote areas are relatively limited, especially in the fields of vocational training and manpower retraining. The level of educational attainment in Northeastern Ontario, as shown by the 1961 report of the Dominion Bureau of Statistics, is below the provincial average. However, in recent years there has been a relative improvement with the establishment of Northern College, the expansion of Laurentian University and many new secondary and vocational schools.

b. The infant mortality rate in the region is more than 10 per cent higher than the provincial average. There is a shortage of medical and dental specialists outside the large urban centres and many smaller centres which are under-serviced both as to services and personnel.

c. Housing is inadequate, both in quantity and quality, in many centres of the region. The most apparent shortages are of apartments and medium-priced family homes.

d. In many communities, water and sewer services are inadequate but improving rapidly.

e. Environmental pollution of the air and water is a continuining problem.

f. French-speaking residents of the region are heavily concentrated in those districts and centres which have experienced below average economic and employment growth.

g. The Indian population of the region has not fully participated in its economic and social development.

Summary of Problems in the Region*

Rank

1. Employment and incomes.
2. Health and health services (particularly the shortage of doctors and dentists).
3. Housing of all kinds.
4. Recreation and environment.
5. General services to the population.
6. Services to encourage economic activities.
7. Educational facilities and cultural activities.

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* Edited from Five Year Development Programme. Northeastern Ontario Development Council. Final Report. 1969.

Summary of Solutions*

Rank

1. Incentive schemes.
2. Transportation and communication links.
3. Public housing.
4. Vocational institutions.
5. Serviced industrial sites.
6. Migration.
7. University courses.
8. Urban renewal.
9. Factories for lease in industrial parks.

The foregoing trends and characteristics together with the principal problems of the region and the suggested solutions have been identified in order to indicate priorities for library service. The public library, as a community-supported educational institution, can play a part in the solution of local problems by providing library resources and programmes designed to initiate change, stimulate ideas, increase awareness of the communities' potential or simply to entertain. In building the collections the library personnel and board members who are aware of the problems and their possible solutions can allot funds and acquire library materials of maximum benefit to these communities.

In the Districts of Temiskaming and Cochrane, as a matter of priority, the regional and the public libraries should provide as much information and opinion as possible on the following subjects:

Employment and careers
Housing building
Public and private health
Consumer information and household economics
Rural and urban housing problems in the north
Transportation in the north
Educational opportunities
Urban renewal
Tourism development
Mining, Forestry and related industries
Small manufacturing and business enterprises
Railroading, trucking and flying
Farming in the north
Pollution of air and water and sewage treatment
The culture and needs of native people
Local history

Local and regional programmes using all forms of library materials and placing an emphasis in the areas suggested can make the regional system of libraries relevant to the people of northeastern Ontario.

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* Ibid.

II THE REGIONAL LIBRARY CONCEPT IN ONTARIO

All people, communities and their institutions are changing and becoming more interdependent, especially within a well-defined economic region. This is particularly true in the sparsely populated regions of northern Ontario with their traditions of friendly co-operation and their economies largely based in the past on the exploitation of natural resources. Public libraries, one of the oldest surviving publicly-supported local institutions, rooted in the local community but dependent on the rest of the world for their resources, must reflect this new interdependent attitude to become effective.

No public library, regardless of the size of its financial or material resources, can satisfactorily meet its responsibilities to the public by remaining aloof and isolated. There are many library boards, municipal councils and librarians who, without ascertaining the needs and opinions of their constituents, stubbornly support independent libraries as though all ideas, all opinions, all creation was encompassed within their community. To say the least, this abuse of independence is a disservice to the taxpayers who need ideas and information from everywhere more than ever before. Unfortunately such attitudes create weak libraries and local residents, finding little satisfaction in these isolated institutions, become indifferent to their existence. The result is usually a token financial contribution and lip service to the importance of the public library.

The Public Libraries Act of 1966 recognizes the inter-dependence of libraries in Section 17(a) when it states that every Public Library Board "shall endeavour to provide in co-operation with other boards a comprehensive and efficient library service" and it further recognizes the need for a formal authority through which co-operative endeavours can be channelled and financed by providing for regional library co-operatives and, after January 1, 1967, for regional library systems in Part III of the Act.

It seems obvious that the development of regional library systems will be of great significance for libraries in the seventies in Ontario, principally because better communications, increasing urbanization and the growing complexity of society raise large and urgent problems that demand more information resources than the traditional, independent, and smaller library can provide.

However, under the present legislation any public library may remain completely independent of regional library systems if it chooses to do so. All powers given to these regional units over local library authorities are permissive.

1. The Regional Board's Responsibilities

What are the princial servies that a regional board has the power to organize? In summary, they are as follows:

a. establish separately or within the libraries of the region a reference collection for the use of everyone in the region;

b. promote inter-library loan and further the efficiency and co-ordination of library services;

c. establish central services and/or joint services with the libraries in the region for centralized technical services, an advisory serfice to improve standards, adult education programmes, training programmes for library staff in the region and other similar services;

d. enter into agreements with any library board, school board, municipal council, Indian band or any person for providing any library service.

It can be seen that these powers allow a regional board to serve the public directly or through existing libraries. However, the general trend in all regions in Ontario except in Metropolitan Toronto has been for regional boards to provide services through existing public libraries, to co-ordinate them and to strengthen the principal libraries in the region. In general to provide resources and services of regional importance that are outside of the responsibility of any one library, to build on strengths, induce inter-dependence, affect economies and reduce barriers between the public and the information needed. In the northern regions, with a small scattered population, an economy based on primary industry, towns and villages with low assessment and unorganized areas of sparse, isolated population, the regional library role has so far emphasized basic financial assistance to libraries and direct book service to people as well as to libraries.

2. Trends in Regional Library Development

Since 1966 when the new Public Library Act brought the regional library systems into being and in some areas transferred to them the assets of the regional library co-operatives, the boards and the direcotrs of the 14 systems have tried to develop programmes to suit the geography, political and social structure, history and library structure of their regions. In carrying out their responsibilities and in spending the funds allotted to them through provincial grants, regional boards have organized regional resources and services with much imagination and initiative. Here are a few of the principal developments which can be found among the regional organizations:

a. Regional resource centres have been designated and strengthened in large population centres.

b. The interloan of books, films and information has been fostered and supported by transportation services, teleprinters, payment of mailing and telephone costs, etc.

c. Subject specializations have been allocated and enriched to build regional resources.

d. Reciprocal free borrowing regulations have enabled users to ignore political boundaries in their search for information and resources.

e. The formation and growth of new municipal libraries has been actively assisted politically and financially.

f. Centralized collections of films and other specialized materials have been organized and offered freely to all. (Teleprinters and delivery vans have assisted this service also.)

g. Centralized book selection, orderng, cataloguing and processing have done much to cut local costs and relieve local staff for public service. Union card catalogues, book catalogues and bibliographies have resulted from such centralized technical services and have contributed to the co-ordination of resources.

h. Increased communication, co-ordination and co-operation among school, college, university, special and public libraries have broadened the choice of resources available to everyone.

i. Research into new methods of mechanization and the support of pilot projects and experimentation has benefited many libraries and enabled them to take advantage of new technology.

j. Generally the clearinghouse function, communication centre and information gathering potential of the regional agency have made all of Ontario's libraries more aware of each other's problems. One of the results of this has been a stronger and more unified approach to provincial library affairs.

In April of 1972 provincial responsibility for public libraries shifted from the Department of Education to the Ministry of Colleges and Universities as part of a far-reaching reorganization of provincial administration. It would seem obvious that one result of the inclusion of public libraries in a government ministry also responsible for museums, art galleries and continuing education surely will be a closer identification of library service with the cultural and adult education needs of the public. Regional library systems, heretofore concerned largely with public library organization, should begin to include in

their planning the needs and objectives of all libraries in their regions and indeed any post-secondary or cultural institution.

The change of emphasis from formal education to informal adult education was underlined and strengthened by The Report of the Commission on Post-Secondary Education: The Learning Society. The provincial government has, it seems, accepted the public library as an important element of the "open sector", has strengthened regular grants to regional library systems and has tried, with seminars and special grants, to co-ordinate the objectives of libraries with those of other open sector institutions such as the art galleries, museums, O.E.C.A., the educational television authority and the Ontario Arts Council.

3. Recent Trends In Financing

Until 1972 regional boards received unconditional grants directly from the Department of Education. With these funds and other miscellaneous income, mostly from fees and contracts, the boards set their own priorities and established their own areas of emphasis within the board restrictions of the Act. With the transfer of public libraries to the Ministry of Colleges and Universities and the introduction of grants for specific purposes, the provincial government has in effect introduced a system of conditional grants tied to provincial priorities. For instance the acceptance of some of the recommendations of the COPSE report related to public library service and the open sector has resulted in a portion of the 1974 grants being designated for cultural programmes, the operation of bookstores and video service. The recommendations of the Royal Commission on Book Publishing have prompted the 1974 financial incentive grants to strengthen Canadiana collections in libraries.

It is our view that the increased amount of the conditional portion represents a new trend in provincial policy. For the next few years at least regional libraries can expect not only the present or a higher rate of regular grant but also increasing sums of money in support of special programmes which the provincial government has decided to encourage.

There is some flexibility allowed the regional board as to how the special funds are to be spent but only within a rather narrow context. In a memo from the Director of the Provincial Library Service dated April 3, 1974 it is apparent that the funds for cultural activities are to be spent by local libraries to "bring creative and performing artists into libraries for performances and demonstrations". Funds also will be available "to local ibraries on a matching basis to purchase video-tape playback equipment and program tapes through the Ontario Education Communications Authority. Programs will be of an education and cultural nature and may be chosen from among the 3,500 programmes currently available through O.E.C.A.'s Video-Tape Program Service (VIPS).

Apart from the merit or otherwise of the activities being supported by these special funds neither the local nor regional libraries were asked ahead of time for their suggestions or opinions nor, indeed, was the Ontario Provincial Library Council, representative of the 14 regional systems, invited to advise the Minister on the benefits to the library users of Ontario of the new services receiving financial support.

In 1974, then, and hopefully for the next few years, the regular formula grant will increase. This sum can be spent within the broad limitations of the Public Libraries Act on service programmes which, in the wisdom of the regional board, will best suit local needs. If, however, special grants become a larger proportion of the total financing of regional systems, the regional board will, to some degree, assume the role of an administrator of library service programmes developed at the provincial government level.

III DEVELOPMENT OF THE NORTHEASTERN REGIONAL LIBRARY SYSTEM

The board of the Northeastern Regional Library has, since its formation in 1967, carried forward the principal programmes developed by its predecessor, the board of the Northeastern Regional Libary Co-operative; that is the provision of direct service via bookmobiles to the public libraries, schools and small communities in the region. In addition to this basic service, public funds have been used to assist the associated libraries to buy furniture and equipment, improve buildings and buy books and periodicals. Assistance has been provided to qualified personnel to attend educational programmes and an inter-library loan scheme has been developed based on the Kirkland Lake and Timmins public libraries designated and financially supported as resource libraries. New deposit collections have been established in several small communities without established libraries. The availability of French language material has been greatly improved and access to all materials within the region and to those in the Algonquin and Northcentral regions has been improved through the use of the tri-regional book catalogue. Additional schools, especially French-language ones, have been added to the routes of the two bookmobiles.

More money has, indeed, been spent but in most years a surplus has occurred which with interest has accumulated to about $145,000. Part of this sum will be useful for the purchase of furniture and equipment for the newly rented headquarters space. However after 1974 this surplus will have to be related to future plans and new programmes. Up until recently these long established programmes have been well suited to the region with its vast distances, scattered and rather small communities, its large French-speaking minority and the difficulties of communications and weather.

However in all parts of Ontario the trends in public library service are toward the use of audio-visual materials, larger units of service, more co-operation with college and university libraries, an emphasis on inter-library lending of material, regional reference services, equality of access not only to the collections within a region but to all collections in the province and in Canada. Community information services are also proving to be a useful adjunct to the traditional reference services provided by libraries and there is a greater familiarity and a greater use of the techniques of automation among library personnel. Regional systems are tending to assume a greater role in collection building, regional standards and the innovation of new ideas and training. The special grants of the provincial government seem to be nudging libraries in this direction also.

These trends are as applicable to northeastern Ontario as to any region of the province. A reassessment of the objectives and programmes of the regional library is indicated to bring the allocation of its financial and material resources more in line with regional needs.

1. Income and Expenditures in the Northeastern Region

In the last year of the existence of the Northeastern Library Co-operative the provincial grant was $75,000. In 1973 the provincial grant was $195,000 plus $45,100 special grant for service to the Francophone population. In 1974 there will be a further increase in provincial funds available based on 45 cents per capita and $3.00 per square mile. In addition all regional libraries will receive 40 cents per capita for Francophone service, $5,000 to assist in the acquisition and use of a collection of videotapes and playback equipment, $2,500 for cultural programming, from $2,500 to $7,500 to enable regional collections to strengthen their holdings of Canadiana and an unspecified amount to assist in the establishment of small bookshops in libraries remote from commercial booksellers. The potential funding available from the province in 1974 is estimated as follows:

123,833 x $0.45	$ 55,724 - Population grant
58,133 x $3.00	$174,399 - Area grant
60,000 x $0.40	$ 24,000 - French-speaking service grant
	$ 5,000 - For Video service
	$ 2,500 - For Cultural programmes
	$ 5,000 - For Canadiana
	$266,623 (+ possible sum to establish a book store in a library or two)

Although the provincial grant to NERLS has increased from $110,400 in 1967 to an expected $230,000 in 1974, or an increase of 108% in 7 years and special purpose grants have been added for the past two years with $36,500 expected in 1974, there have been no new major programmes or innovations introduced by the regional board.

Table A indicates how expenditures on the major regional library service programmes have risen without changing the emphasis in any significant way. Expenditures on audio-visual materials and equipment will receive a little more emphasis in 1974, educational programmes have increased in importance and capital expenditures, as might be expected, have been erratic; but administrative costs have dropped and reference and information services and services to school and libraries have remained relatively unchanged as a proportion of total expenditures. Considering

TABLE A Regional Expenditures on Library Service Programmes 1970-1974

Programme	Expenditures									
	1970	% Total	1971	% Total	1972	% Total	1973	% Total	1974 (Est.)**	% Total
Administration	$37479	24.6	$32399	25.4	$34814	21.5	$34912	20.3	$47000	17.6
Reference and Information	23448	15.4	23265	18.2	29190	18	30144	17.5	38000	14.2
Audio-Visual Services	1909	1.2	1372	1.1	1718	1.1	3341	1.9	24000	9
Library Services	48797	32	47104	36.9	68795	42.4	56019	32.6	90000	33.7
Capital Expenditures	19734	12.9	10113	7.9	10284	6.3	29650	17.2	40000	15
Education Programmes	1974	1.3	3529	2.8	5099	3.1	5823	3.4	8000	3
Service to Schools	18946	12.4	9807	7.7	12211	7.5	11997	7	20000	7.5
Total Expenditure*	152286		127587		162111		171886		267000	

* These totals do not correspond to the final end-of-the-year figures but represent budgeted expenditures before the final grants had been received.

** Estimated from the preliminary budget figures.

the rate of inflation in the costs of books, equipment, furnishing, bookmobile maintenance, travel and utilities, the actual increase in goods and services delivered by the regional library to the people of the region and to the associated libraries is considerably less than the increased income would suggest.

2. A Tri-Regional Comparison of Programmes and Expenditures

It is difficult to compare one regional system with another because of the differing needs, sizes, geography and interpretation of roles. However, Tables B and C compare in a general way the three regional library systems which have co-operated in the use of a joint book catalogue, the books-by-mail plan and the organization of workshops.

It can be noted on the one hand that NERLS has the largest regional collection per capita and the circulation of it to the associated libraries is much higher than in the other systems; on the otherhand NERLS spends the lowest percentage of its budget on direct service to libraries. This is because circulation of books to libraries is the only major direct service offered. The other regions can include technical services, film service, foreign language service, etc. The percentage spent by NERLS on reference and information service is higher than the percentage spent by the other two because the amount spent by NERLS includes the subsidies given to the resource libraries and the costs of inter-library lending -- an interpretation of this programme which differs from the other systems, making this comparison invalid. The percentage of the budget spent on administration and personnel is lowest in NERLS, indicating that the programmes administered by NERLS are not labour-intensive and can be supervised by untrained staff. NERLS has the highest per capita income but much of the difference has remained unspent and has been carried over as a surplus. This surplus plus interest from its investment amounted to over $140,000 by 1974.

TABLE B

Tri-Regional Comparison of Headquarters Collections, Circulation and Expenditures for 1972

Regional System	Population Served	Vol. Held	Vols. per Cap.	Circulation	Personnel % of Exp.	Lib. Mat. % of Exp.	Exp. per Cap.
Northeastern	123,833	71,791	.58	113,715	34.8	26.0	$1.18
Algonquin	123,577	63,263	.51	17,329	37.6	37.3	$0.92
Northcentral	302,203	95,427	.31	39,854	42.3	12.1	$0.78

Note: All figures from Public Libraries In Ontario, Statistics For the Year Ending December 31, 1972.

TABLE C

Service Programme Costs as a Percentage of Total Expenditures In the Tri-Regional Library Systems, 1973[1]

Service Programme	ARLS	NCRLS	NERLS
	%	%	%
Administration	36	27.6	20
Direct Service to Libraries	36	56.7[2]	33
Capital Expenditures	11	5.2	17
Audio-Visual Service	9	.4	2
Reference & Information	5	6	18
Educational Programmes	3	1.7	3
Others	0	2.4	7[3]
	100.0	100.0	100.0

1 All figures from Multi-Year Plan Summaries 1973-78.

2 Includes Technical Services Provided to Libraries.

3 Includes service to schools.

IV SHARING REGIONAL RESOURCES

One of the major responsibilities of the regional library system is to ensure that all library resources are ccessible to the public and are used co-operatively and efficiently. This responsibility may be carried out in many ways. In northeastern Ontario the principal method has been to circulate books to libraries, schools and community groups by means of two bookmobiles. Inter-library lending is another; free reciprocal borrowing between libraries, the encouragement of the use of the telephone as an aid to communication by paying long-distance charges, and the use of the tri-regional book catalogue listing current accessions all contribute to improve access to regional resources.

1. The Lending of Collections to Libraries, Schools and Community Groups

In 1973 the two bookmobiles visited 19 libraries (including branches) five times, 8 high schools three times, 6 French-speaking adult reading groups five times, 20 community groups of various kinds from two to five times and 17 public and special education schools three times. The total number of volumes on deposit in all locations as of April, 1974 was about 41,600. The annual circulation has varied in the last seven years from a high of 391,136 in 1967 to a low in 1973 of 113,715. The circulation trend is downward. The service was free to all locations from 1966 until 1971 when a charge of $100.00 per year for each unit of 100 books was levied on most but not all of the public and high schools. Service to libraries and community groups remained free of charge. Service to Canadian Forces Stations was offered at a reduced rate and schools for retarded children were given free service.

The bookmobiles in carrying out regional board policy, give service to institutions within communities with established public library authorities and to branch libraries administered by 3 of these library authorities. The Whitney, South Porcupine and Schumacher branches of the Timmins Public Library are served independently from the main library. Ansonville and Iroquois Falls are served separately although there is now one library system with two branches serving the Town of Iroquois Falls. The Swastika branch of the Kirkland Lake Public Library is served separately. Within Kirkland Lake, Englehart, Iroquois Falls, Timmins and Matheson institutions are served directly by the regional library. Schools in eight towns supporting public library boards are given service by the regional bookmobiles. In our view this does little to strengthen the local library authority in these communities whose boards have been given and should accept the responsibility for meeting the local demand. The regional boards' roles in these cases should be supportive.

One bookmobile carries children's books and another carries adult books. Each has a capacity of 3,000 volumes, of which approximately 1,000 are French and 2,000 English. Within each language group about one half of the volumes are fiction. This means that a French-speaking person has about 500 fiction or non-fiction titles to choose from in either vehicle and English-speaking people have 1,000 from which to choose when the vehicle is fully loaded. An added disadvantage results from the arbitrary choice which develops as the vehicle moves from point to point adding returned books and subtracting others from its collection.

At each location library staff, teachers or volunteers select from the stock. The bookmobile driver reports that the most popular choices are fiction, how-to-do-it and practical books, cook books, books on building, repairing, crafts, camping, travel, sports and biographies. There is little demand for books on current affiars, the classics, philosophical or sociological works.

The books are counted on issue and on return and a tally is kept of the number on deposit in each location. They are also checked for ownership and damage. No statistics are kept on the number of French and English titles selected nor is any record kept of the use of the books by the public.

This service, as organized, is an additional source of popular reading for libraries, a supplementary source of books for schools and the only source of recreational reading for the community groups.

In the case of libraries we agree that, if provided, the service should be free of charge. However it is our view that public libraries should supply their own popular and recreational reading and the regional resources should provide more of the expensive, unusual, off-beat, specialized, highly technical and avant-garde literary works. In addition the emphasis should be on reference and information material, non-print media and generally on building a back-up collection at headquarters to supplement the resources of the public libraries through an inter-library lending service.

In the case of schools we do not agree that the regional resources should be, or could be, a substitute for a good school library. Of the 11 schools which replied to our questionnaire about their school library, all but 2 regarded the regional books as a substitute for a school library. If the school is the only possible location for a collection of books which the children can use for recreation or as a supplement to curriculum-oriented material, such a deposit collection in a school is useful. Where there is no library authority and no community deposit station the school may be the only location from which public library service can be given. Care must be taken, however, to ensure that the collections are recreational and supplementary and do not inhibit the development of a school library - an important responsibility of every school authority.

In the case of communities remote from a public library, our first choice for a library service point would be a store, a community hall or other semi-public place. Where no such facility exists the school would be the second choice. Where there are no possible locations the nearest public library should provide free service or library material could be mailed on request.

TABLE D

Regional Books on Deposit in April, 1974

Libraries	
Cobalt	1833
Haileybury	1425
New Liskeard	2028
Englehart	2224
Elk Lake	713
Virginiatown	1091
Larder Lake	1770
Kirkland Lake	1300
Swastika	815
Matheson	1151
Ansonville	3079
Iroquois Falls	2249
Whitney	1641
South Porcupine	1240
Schumacher	1012
Cochrane	1065
Smooth Rock Falls	2275
Kapuskasing	3207
Moose Factory Is.	1384
TOTAL	31502

Community Groups	
Latchford Senior Citizens	200
Gowganda	200
Englehart Northern Lodge	20
King Kirkland	367
Teck Pioneer Residence	75
Bourkes	126
Iroquois Falls Mannor	110
M. H. C. Whitney	25
Timmins Mannor	43
Trans Canada Pipe Line 92 Mattice	160
Lowther C.F.S.	100
Ramore C.F.S.	500
Moosonee C.F.S.	200
Hills Lake	76
Daley's Charlton	124
Matheson Wild Rose	91
Fraserdale	668
Moose River	132
Moosonee Education Centre	733
TOTAL	3950

High Schools	
Cobalt	100
Haileybury	100
New Liskeard	64
Englehart	124
Cochrane	211
Smooth Rock Falls	100
Kapuskasing	100
Hearst	1446
TOTAL	2245

Public Schools	
Cobalt	100
New Liskeard	179
Dymond N.L.	200
Kerns	300
Elk Lake	200
Gowganda	200
Charlton	100
Savard	100
Hilliard	100
Iroquois Falls	200
Happy Day	45
Northern Lites, Cochrane	36
Mattice	90
Fraserdale	300
Smoky Falls	315
Moose River	175
Moose Factory	277
TOTAL	2917

Adult Reading - Separate Schools	
Strickland	216
Farquice	213
Moonbeam	110
Val Rita	300
Harty	102
Opasatika	71
TOTAL	1012

TOTAL 41,626

2. The cost of the regional bookmobile operation is quite high. In 1972 it was 21 cents for each volume moved and in 1973, because of an increase in circulation, the cost was 20 cents. The costs listed below do not include a share of the book budget, or processing costs. Nor is a factor for book damage and repair included even though bookmobile service is physically hard on the books carried.

	1972	1973	1974
Salaries	$ 14,757	$ 16,731	$ 18,000
Benefits	828	1,365	1,450
Maintenance and repairs	5,371	5,240	8,000
Travel costs	1,665	2,036	3,000
Depreciation (est./yr.)	2,748	2,748	2,748
Total cost	$ 25,369	$ 28,120	$ 33,198
Minus fees received from schools	3,962	3,675	4,000
Net cost	$ 21,407	$ 24,445	$ 29,198
Total circulation	113,715	136,851	-
Minus circulation at fee paying schools	13,150	11,850	-
Net circulation	100,565	125,001	
Cost/circ.	21 cents	20 cents	

For service to primary and secondary schools under the district boards of education a charge of $100.00 per 100-book unit was made in 1973. On an annual basis, 300 individual titles were lent for a charge of $100.00. This is an income for the library board of 33 1/3 cents per title or 13 1/3 cents per circulation higher than our estimated cost figure. It appears that the boards of education are subsidizing the cost of mobile service being given free-of-charge to other institutions.

On most of their calls the bookmobiles are acting as delivery vehicles. The small choice in one language which is offered to clients at the various locations could be greatly expanded if the selection was made up at headquarters from the entire regional collection on the basis of a profile of the preferences of the groups to be served plus specific requests sent in by mail ahead of time. In this way more balanced book collections could be sent by freight or delivered by a regional vehicle already made up in advance. It would take far less time to cover all

service points, salaries, maintenance and travel cost would be reduced from the present levels and capital outlay for vehicles to replace the present bookmobiles would not be necessary. In our opinion one vehicle outfitted to carry book containers could cover all the necessary service points once a month if necessary.

This change in policy would require a regional staff member who was knowledgeable about the regional collection and all new acquisitions and knowledgeable about the needs and demands of the communities served. Regular field trips and consultation with the individuals and groups served would be required. In addition the staff of any of the libraries or anyone connected with the community groups served would have the option of visiting the regional headquarters, regularly or occasionally, to make their selection in person. Certainly the latter procedure would be convenient for Kirkland Lake, Virginiatown, Larder Lake and King Kirkland.

It is recommended that the following guidelines be adopted for all direct lending of collections from the regional library to all service points.

a. Collections of books and other media may be lent free of charge to a public library or a responsible community group in a community where no library authority exists. In the latter case first preference of a location is a community hall, then a store or other building with long open hours and finally a school. In all cases the regional collections should be available to everyone in the community.

b. If a school, in a community without a library authority, has an adequate school library and wishes to subscribe to the regional library service, an annual fee will be charged per unit based on the actual costs of the service to the regional board. The understanding would be that the service would serve a recreational purpose or it would supplement the school library collection but would not substitute for a curriculum-oriented school library.

c. No school, or branch library, or other institution is to receive library service directly from the regional library if the community has a public library board.

d. Books and other media will be delivered free-of-charge to all locations and will be preselected by the regional staff according to the stated preferences of the library or community group plus their individual requests and according to the resources available for this service.

e. All public libraries receiving direct regional library loans will be encouraged to supply their own recreational and popular material. The regional service will stress material of educational value, with high informational content and reference potential. Phonodiscs, sound cassettes, 8mm films and other non-book materials may be supplied when available.

f. A regional staff member should be put in charge of service to libraries and community groups and as part of the duties of the position maintain familiarity with the needs and demands of the people served, consult the personnel working with the public and convene when necessary a regionally representative committee on regional lending services.

g. The library at Moose Factory Island needs assistance to remain in the service of the native people of the area for whom it was established. We suggest that the people would be better served if an Indian Band library board was formed so that federal as well as provincial grants could be received. In the meantime communications between the regional staff and board and this library should be maintained and all regional services supplied to the people of the island as they are needed.

It is recommended that the present bookmobiles not be replaced and that alternative means of delivering collections of library materials to libraries and community groups be studied and a decision made before either of the present vehicles is disposed of.

3. The Regional Interlibrary Loan System

Based on the largest public library collections in northeastern Ontario, those of the Kirkland Lake and Timmins public libraries, the interlending of individually requested titles is another important technique which has been designed to share resources. An efficient ILL scheme, promoted among the public and supported by collections which are coordinated with each other to reduce duplication, can be of great value to anyone seeking specialized information, to anyone engaged in self-education, to the businessman, teacher, professional or technician. Weak collections can be strengthened and the right book, document, pamphlet, photocpy or film can be borrowed on personal request and indirectly enhance the reputation of the library in the community.

As one of the terms of the contracts signed annually between the boards of the Timmins and Kirkland Lake libraries and the Northeastern Regional these resource centres are paid to honour and fill any request from another library arriving by mail or telephone for reference information or for a specific book or other library item.

The ILL routine originates in the local library, where a request for material not in the local collection is sent to Kirkland Lake, if it is an English-language request, and to Timmins if it is in French. These two libraries fill the requests from their own collection or from a collection outside the region and have it sent to the local library originating the request. The tri-regional book catalogue of recent accessions is also consulted and, if the request is found to be in the collection of one of the resource libraries located in the Algonquin or Northcentral regions, the request goes to those regional headquarters. The library holding the title is contacted and the material is sent directly to the local library originating the request. Material not located in the three co-operating regions is found by contacting the National Library in Ottawa.

In 1973 Kirkland Lake borrowed 92 items from other libraries and lent 2,225 to libraries in and outside the region. Timmins borrowed 69 items and lent 512. Part of the difference in performance between the two resource libraries is the fact that the Timmins library handles mainly French-language regional requests, which are fewer than English ones, and the Kirkland Lake library housing the headquarters of the regional system handles interlibrary loans for the regional system as part of its routine. However, TPL with a much longer collection should be providing more ILL requests than it does.

The inter-lending of material within the region or to and from libraries outside the region is not heavy. About 4,000 items are borrowed by all public libraries in the region from Kirkland Lake, Timmins or the regional stock. This is about 13 per open day. Relatively, the smaller libraries borrow more than the larger ones do but the extent to which the service is used is closely related to the attitude of the library staff. Most of the staff we talked to encouraged the public to order individual works not available locally and most were very pleased with the service given by the regional headquarters and the Kirkland Lake staff. 18.6% of the ILL transactions are satisfied through libraries located outside the region. In 1973, 306 items were borrowed from and 76 lent to libraries outside the region.

We checked the 194 completed ILL forms for March, 1974 and found that only 19% were fiction. The majority were practical instruction books with a good proportion of academic works probably for course reading.

No check on the time taken to fill a request was possible in the time available but we were told that it varies greatly, from one week to a month or more. The average delay is from 10 to 14 days. A large part of the delay occurs in the mail service from the originating library

to the resource library, to the library holding the book and back. In most ILL routines dependent on mail delivery we have found that the handling of the forms, processing requests and travel accounts for 90% of the time delay if the material requested is not in use when found.

As far as the availability of material requested is concerned, the records of the ILL transactions indicate that most material is found readily in Kirkland Lake or Timmins. The resources of the Algonquin region, the Sudbury and Sault Ste. Marie public libraries can supply the balance. Very few requests seem to be obtained from the National Library or the Metropolitan Toronto Central Library.

All the elements are present, then, for a successful inter-library lending system in northeastern Ontario; a staff trained to encourage its use by the public, a headquarters collection of growing importance, two major collections, one in Kirkland Lake and one in Timmins, and with other libraries such as Kapuskasing and New Liskeard ready to contribute to the total available resources. The tri-regional catalogue enables any library to locate and obtain resources from a much wider area and brings into the scheme all the major public libraries in the Northeastern, Northcentral and Algonquin regions.

The chief handicap at present is distance and speed. The area from which requests are received and filled is vast and mail delays are inevitable, especially in winter.

If the board accepts the proposition that emphasis should be put on the daily sharing of resources and that an inter-library lending scheme which places specific requests into the hands of users as quickly as possible is one of the most important services to be provided in northeastern Ontario, then funds should be budgeted to eliminate delays and increase efficiency.

The best technique known to us for accomplishing the above objective is the use of a dedicated Teletype network, a frequent rapid delivery service to all libraries and a Telex unit for contacts outside the region.

It is recommended that a dedicated communication network of Teletype units be installed in the Timmins, Kirkland Lake, and Kapuskasing public libraries and in the regional headquarters and that, in addition, a Telex unit be installed in the regional headquarters for a trial period of one year. After one year the success or failure of the scheme should be assessed and a report submitted to the board.

This is how the scheme would work. All requests for material not found in a local library would be forwarded by telephone to the library with a Teletype unit which has the lowest telephone toll rate. This could be done once a day or while the patron waits. The shelves and catalogue of the library with the Teletype would be checked and, if the material was not found, the request would be transmitted on the network to the three other Teletype locations and searched in each one. If it is found at this stage, a message to this effect is transmitted by the library in which it has been found and the material is mailed or delivered directly to the library originating the request. If it is not found, the regional headquarters turns to its Telex unit and contacts in turn the Algonquin and Northcentral headquarters. If it is found, the material is mailed to the requesting library directly and NERLS headquarters is informed. Failing that, NERLS transmits a Telex message to the National Library or the Metro Toronto Central Library and requests the material needed. The tri-regional catalogue, although not essential to the scheme, would still be useful at NERLS headquarters and the other libraries for locating material and for subject requests.

In addition to the use of this type of network for inter-library loans it can also be used to transmit reference inquiries, memos and regional news.

The cost of the system described would be as follows: *

4 Teletype units in Kapuskasing, Timmins, Kirkland Lake and NERLS @ $75.00 per month per unit	$300.00
4 local loops @ $5.00 per month	20.00
Mileage charge - 185 miles @ .99¢/mile/mo.	183.15
One Telex unit in NERLS @ $50.00/mo.	50.00
Line charge on Telex - $50.00/mo. (est.)	50.00
Total monthly charge	$605.15
One time installation charge	$105.00

Note: Teletype units carry no line charge, only a mileage charge which allows an unlimited number of messages within an 8-hour day for 5 days per week.

*Cost figures submitted by regional headquarters.

The total annual expenditure would be about $7,300.00. There would be some saving on the use of forms. The Teletype paper output would be the only record needed for all loans within the tri-regional area, and there would be a saving in postal charges for mailing the forms.

The experience of other library systems using such a system has been most encouraging (see the Georgian Bay Regional Library). In public relations value alone such a modest use of electronic equipment is advantageous to the public image of all libraries because it greatly reduces the time it takes to place a specific book or document or record or film into the hands of an individual. If such a system is used, the regional library staff will have to work out the routines in detail, instruct all associated libraries in its use and then promote this new mechanized inter-library loan system among the public. We can predict that the number of satisfied customers will increase many times.

The libraries equipped with a Teletype unit will, of course, be serving the public libraries in their areas and this will take some staff time but their own patrons will be able to take advantage of a service which finally connects them with the resources of the major libraries of the country. In our opinion the regional board should not be expected to subsidize the budgets of the Teletype libraries other than to pay the complete Teletype and Telex network charges and all telephone charges from the local libraries to the Teletype centres.

4. The Gift Book Programme

Each year a sum of money is allotted equally to all public libraries in the region regardless of size except to the resource libraries of Timmins and Kirkland Lake. (In 1973 and 1974 the sum was $800). New books or periodicals costing up to the amount allotted may be selected from a gift list sent out from the regional headquarters. NERLS pays invoices up to the agreed sum and supplies catalogue cards for all selections except government publications and reference books.

The purpose of this programme is to strengthen the collections by adding extra resources and at the same time to give NERLS some opportunity to provide books and periodicals preselected as valuable to the people in the region. The catalogue cards provided with the books ensure consistency of detail and an acceptable standard of classification and cataloguing not always possible for small libraries without professional staff.

Comments

From 1967 to 1972 the regional library spent $293,175 on library materials. This is an average of $41,882 per year. The collection at regional headquarters has increased from 46,244 to 71,791, an increase of 55.2%. The collections of the public libraries in the region have increased from 206,145 to 250,290, an increase of only 21.4% and most of this increase has been in the collections of Kirkland Lake and Timmins which are not included in the gift book programme. Probably there was considerable discarding of obsolete and worn-out books as collections were up-dated and a certain loss from destruction and theft but when one looks at the amounts spent on books by all public libraries for the past six years (Table E) it is noticeable that these total budgets have remained more or less static, from a low of $50,332 to a high of $56,144, while during the same period the total expenditures of all libraries have risen by 38%. The gift book programme may not be supplementary to the local expenditures on books but simply a substitute for a percentage of it enabling some libraries to request less from their councils or spend more on salaries. In any case, for an average expenditure by the regional library of about $42,000 over a seven-year period, the quantitative gains in the collections of the public libraries have not been significant. (See Table F)

The 1973 gift book list used for selection offers a few standard reference works in English and French, 35 English- and 12 French-language periodicals of a popular nature and a selection of about 450 non-fiction titles in English and 450 in French for adults and children, including publications from Information Canada. It is a carefully selected list but most of the works are those one would expect to be purchased from the regular current budget of any public library.

In our view this programme should not be offered as a "gift book" programme. The regional board should offer services to libraries and people which will improve access, broaden the resources available and generally raise standards. The books presently offered by means of the annual gift list should not be given to the associated libraries but it should be understood that they remain the property of the regional board. Services should be centrally organized and the titles lent should be co-ordianted with the total needs of the region. The NERLS board should not act as an intermediary body transferring funds from the provincial level to the local level. Rather it should be building the total reference and information resources available to everyone in the region.

TABLE E Regional Expenditures By Public Libraries and By NERLS, 1967-1973

	1967	1968	1969	1970	1971	1972	1973
Population Served	120,576	118,973	118,095	120,511	120,752	123,833	122,592
Total Expenditure - NERLS	$131,557	$122,382	$127,439	$143,346	$136,712	$145,683	$281,052
- Pub.Libs.	242,313	235,356	262,000	290,871	296,918	325,392	-
- per capita	$3.10	$3.04	$3.30	$3.60	$3.59	$3.84	-
Expenditure on Books etc.							
- NERLS	51,928	33,878	36,934	41,558	33,484	37,901	57,492
- Pub.Libs	50,332	52,028	55,022	55,040	56,144	55,917	-
Expenditure on Salaries							
- NERLS	16,629	19,680	39,470	44,960	45,960	50,774	48,665
- Pub.Libs.	40,975	48,769	137,308	154,955	172,162	184,842	-

Note: Population figures 1967-1972 from Public Libraries In Ontario. For the Year Ending December 31, 1972 P.L.S 1973 population figure from the 1974 Municipal Directory. The 1971 Canada Census population for the region is 142,325 which includes population outide organized municipalities and native people.

TABLE F Volumes and Circulation: A Comparison For the Years 1967 to 1972

	1967	1968	1969	1970	1971	1972
Volumes Held by Regional Headquarters	46,244	53,871	62,343	67,729	69,279	71,791
Volumes Held by all Public Libraries	206,145	204,747	236,805	212,423	242,757	250,290
Volumes Held by Resource Libraries Only	79,544	84,656	88,657	94,288	97,749	135,500
Volumes Held by other Public Libraries	126,601	120,091	148,148	118,135	145,008	114,790
Circulation of Regional Collection	391,136	122,902	135,381	154,187	136,175	113,715
Circulation of Public Libraries' Collections	747,227	734,738	802,951	792,263	749,990	645,841
Circulation of Resource Libraries' Collections	361,972	376,417	395,135	395,078	353,661	404,063
Total Circulation	1,138,363	857,640	938,332	946,450	886,165	759,556

It is recommended that any programme aimed at building up local collections should do so by allotting funds for enriching the reference and information resources, Canadiana and periodical collections of local libraries as determined by the regional staff in consultation with the heads of the local libraries.

It is further recommended that all materials distributed in this way be processed centrally by the regional staff and remain the property of the regional board.

Guidelines Suggested

We suggest the following guidelines for any programme aimed at supplementing the collections of the region's public libraries:

a. The local library boards are expected to increase their book budgets so that their collections may be brought up to a standard of 4 books per capita in communities under 10,000 population and 3 books per capita in communities over 10,000 population.

b. The books or other material selected by the local library, bought, paid for and processed by the regional board and lent to them should be supplemental to the local collection and should be regarded as locally housed regional resources.

c. The regional board should offer mostly information and reference resources, expensive material, Canadiana, in both English and French, non-book materials and material difficult for a local library to obtain. The local library is expected to build its own collection of popular and basic material for lending.

d. Until each library has reached the minimum standard, regional funds should be used to bring the smaller libraries up to standard providing the local board also makes an effort to raise its standards.

e. The regional staff should preselect a list of periodicals which may be offered to libraries on a subscription basis. Popular, mass market periodicals in either French or English should not be

supplied by the regional library. Rather the regional selection list should recommend specialized, off-beat, underground and expensive periodicals including those which relate to the economy occupations, hobbies and problems of the local community. Magazines and newspapers not generally available locally should be emphasized.

f. In the case of the Angus Mowat library at Moose Factory Island an exception should be made. NERLS should supply special materials, including non-book items, as needed by the native people in the area. An effort should be made with the individuals concerned to identify the needs. The Department of Native Studies at Trent University should be consulted in this regard.

V SERVICE TO THE FRENCH-SPEAKING POPULATION

1. The Franco-Ontarian Population

Outside Quebec, Ontario is home to the largest French-speaking community in Canada. In 1961, 648,000 citizens of French origina resided in the province. There has undoubtedly been an increase in their number since 1961 but the actual figure is not known. The Franco-Ontarian community is almost as large as the total population of Prince Edward Island and New Brunswick combined and substantially larger than the English-speaking population of Quebec.

> The roots of the French-language group go back mainly to migrants from Quebec who came to Ontario in search of a livelihood in farming, lumbering, paper milling, mining, and related service industries, a population flow that continues steadily even today. Not surprisingly, most Franco-Ontarians are concentrated in two areas, eastern Ontario and northeastern Ontario, close to the Quebec border. There, in nine counties, they constitute from about 10 per cent to more than 80 per cent of the population.*

However, the number of citizens of French origin differs markedly from the census figures of the number who are French-speaking. In 1961 only two thirds or 425,302 were French-speaking; this represents 6.8% of the total population. In 1971 there were 482,040, an increase of 56,738, but as a percentage of the total population of the province this represents a decrease from 6.8% to 6.3%. This can be accounted for partly by the fact that those whose mother tongue was other than French or English rose from 15.7% of the total to 16.2%.

In the Districts of Temiskaming and Cochrane there was an actual drop in French-speaking population from 63,427 to 60,075 between 1961 and 1971. As a percentage of the total population of the two Districts there was a decrease from 40.2% to 38.5%.

Even though these figures should not be taken as completely reliable because of changes in Census Tract boundaries and a change in the way in which the questions about language were asked in 1971 comapred with 1961, nevertheless it is remarkable that there is any decrease in the proportion of persons speaking French. The impression one gets in travelling around the region is that there has been a large increase in the French-Canadian population. If this is indeed the case the increase is rather modest. In the country as a whole the number of persons who consider French to be their mother tongue decreased as a proportion of

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* The Learning Society: Report of the Commission on Post-Secondary Education in Ontario. 1972. pp.79-80.

the total population in the ten years between the 1961 and 1971 census from 28.1% to 26.9%. Even in the Province of Quebec the percentage has dropped from 81.2% to 80.7%.

TABLE G Numerical and Percentage Distribution of Population by Mother Tongue*

	English Speaking	%	French Speaking	%	Other	%	Totals
Ontario							
1961	4,834,623	77.5	425,302	6.8	976,167	15.7	6,236,092
1971	5,971,570	77.5	482,045	6.3	1,249,490	16.2	7,703,105
Temiskaming							
1961	35,210	69.0	15,402	30.2	359	0.7	50,971
1971	30,315	65.2	12,975	27.9	3,195	6.9	46,485
Cochrane							
1961	45,603	47.7	48,025	50.2	2,038	2.1	95,666
1971	38,455	40.1	47,100	49.1	10,285	10.7	95,840

2. French Language Education

The French-speaking population of Ontario is growing slowly but at the same time "a sizeable proportion of this growth is being lost through the process of assimilation. Franco-Ontarian leaders attributed this in large part to the lack of equitable opportunities in the Province for education in the French language."**

Until recently the history of French-language education in Ontario has been a dismal one. As late as 1961 this was reflected in an analysis from The Learning Society:

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* Figures taken from the 1961 and 1971 Canada Census.

** Ministerial Commission on French Language Secondary Education. Ontario. 1972. pp.11-12.

> The Education of Franco-Ontarians, as measured by rate of participation and achievement, has lagged behind that of the rest of Ontario's population by a wide margin. In 1961, the last year for which we have complete figures, the census recorded a spread of nearly 14 per cent between the proportion of 15 to 18-year-old Franco-Ontarians attending school and the proportion of the same age group in the province as a whole (62.4 per cent as compared with 76.3 per cent); proportionately, Franco-Ontarians had only about half as many university degrees as Ontarians generally (2.3 per cent as against 4 per cent); and a markedly higher proportion had attained only an elementary level of education (61.6 per cent as against 43.3 per cent).

Also it is pointed out that this shortfall in educational levels is connected with the low social status and low income profiles of Franco-Ontarians. The chance of being an administrator, a professional or a skilled worker was significantly lower for French than for English-speaking Ontarians; and the likelihood of being unemployed, or on welfare, or working as a labourer was greater.

The central concern felt by most of Ontario's French-speaking population was succinctly put in the 1968 Report of the Committee on French Language Schools:

> The French-speaking community in Ontario has always looked upon education as one of the most important forces, if not the most important, for its survival as a cultural group. Education in his mother tongue permits the Franco-Ontarian to receive the values of his society and his way of life in the same way as in English-speaking Ontarian does in schools where English is the language of instruction and communication. Both for himself and his children, the Franco-Ontarian wants to preserve his language, customs and culture as an integral part of Canadian life.
>
> This natural desire is not an attempt to draw a curtain around or to shut out the overwhelming presence of English-speaking North America. On the contrary, the desire of the Franco-Ontarian to live in a French milieu is perfectly harmonious with the equal desire to contribute fully to the cultural, economic and technical progress of his province and of his country. It is with these considerations in mind that we have approached the question of French language education in Ontario.

Since 1961 much progress has been made by both levels of government in providing better educational facilities for Ontario's francophone population. In 1968 sweeping provincial legislation accepted that Franco-Ontarians should have the right of access to instruction in French through the elementary and secondary levels. After 1965 enrollment in French-language schools began to climb rapidly; by 1972 there were 115,000 French-speaking students in the Ontario school system at the elementary and secondary levels. Enrolment in French-language post-secondary institutions is turning sharply upward as more students graduate from the new French high schools.

Perhaps one result of the sharp increase in the educational opportunities for those who speak French and a consequent expansion in French-speaking enrolment is the belief of many English-speaking citizens that there has been a dramatic increase in the Franco-Ontarian population as a whole.

Although there are relatively fewer persons who count French as their mother tongue in northeastern Ontario, there is undoubtedly more French spoken, more visible evidence of French-Canadian culture, business activity and general influence. Hopefully there also is a greater acceptance of the bicultural and bilingual character of the region. As well there are greater opportunities for non-French speakers to learn the language. Our impressions after visiting all parts of the region is that the French-speaking population, most of whom have lived in the districts for many generations, are now able to live more comfortably as French-Canadians, to enjoy greater choice of economic opportunity and that their children, being education in their mother tongue, will be better equipped to retain their language and culture in the future.

Graph 1

Enrolment in French-language High-Schools *

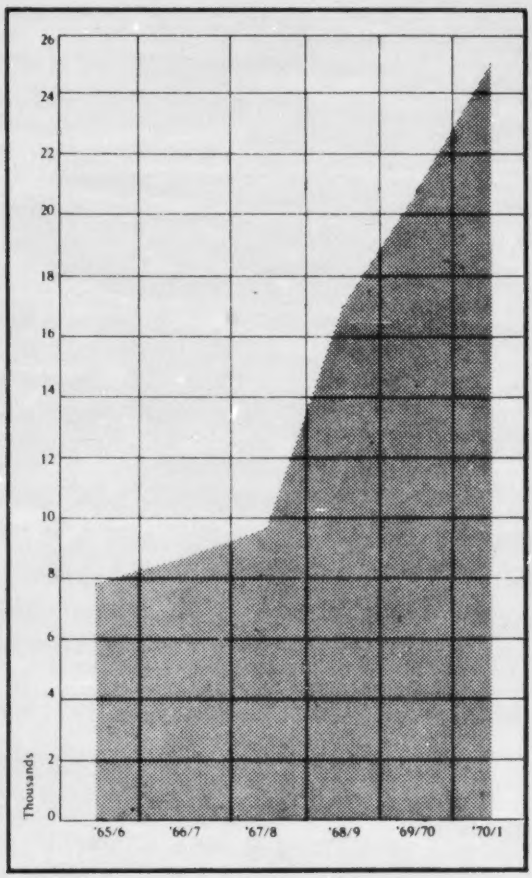

Table 5-1[1]

Enrolment in French-language High-Schools

Academic year	Enrolment
1965-66	7,985
1966-67	8,739
1967-68	9,680
1968-69	16,984
1969-70	21,590
1970-71	25,212

[1] *The Reports of the Minister of Education* (Toronto: Queen's Printer).

* The Learning Society, page 82.

3. Bilingual and Bicultural Library Service

The impact of these changes is only beginning to have an effect on public library service. Already there has been an increase in collections, services and staff for the French-speaking residents. Even 3 years ago there were no special provincial grants in aid of bilingual library programmes. In the northeastern region libraries which had no material in French a few years ago now have small but growing collections of books and periodicals. There has been an increase in bilingual staff and information and reference services in both English and French are improving.

In our opinion the increased demand for French materials which has already been reported in almost all libraries in the region particularly among the children who use these libraries has only begun. As present and future students complete their education in the new schools there will be a large increase in the need for library service in French and the public library as a communal meeting place, often the only one in town, has a responsibility to provide a bilingual and bicultural milieu for all French and English-speaking people who wish to use it.

This responsibility was supported and emphasized in The Learning Society report, page 89:

> The vital bilingual post-secondary system proposed for Ontario will certainly need the support of a responsive system of French-language library services. If this goal is to be reached, marked deficiencies must first be overcome. At present, many libraries in French-language population centres in the province lack a ready supply of French-language materials and are without bilingual librarians. Remedies lie in the direction of stimulating appropriate municipal, university, college, and secondary-school libraries to provide an adequate supply of books, periodicals, and other materials in French, and to employ bilingual librarians.

On page 92 the following recommendations were made:

> Recommendation 78
>
> Appropriate municipal, university, college, and secondary-school libraries should be encouraged and supported to provide a supply of books, periodicals, and other library materials in the French language adequate to the needs of their users.

Recommendation 79

To ensure further the adequate provision of French-language services and offerings in libraries, French-speaking citizens should be represented adequately on library boards in areas where they reside.

The previously referred to report of the Ministerial Commission on French Language Secondary Education also supported French language public library service with the following recommendation on page 49:

Recommendation 57

The Commission recommends that all communities with a francophone population should be encouraged to bear in mind the need to appoint a fair and sufficient number of citizens from the French-speaking community to their Municipal Library Boards and that the Municipal Library budget, personnel, services, books, tapes, records, and films should reflect, in just proportion, the needs of both the English and French-speaking populations.

By approving large grants for Francophone library programmes, by appointing French-speaking staff members within the Ministry of Colleges and Universities, by appointing French-speaking representatives to the Ontario Provincial Library Council and in other ways, the provincial government has, it seems, accepted these recommendations and we can look forward for a few years at least to continued assistance in support of present efforts to provide bilingual library service in the northeastern region.

4. Present French Language Library Service in the Northeastern Region

In the past few years and particularly in 1973 NERLS has sought to provide more French language service principally by building up the collections of the libraries in the region, by increasing the headquarters French collection, by distributing more to libraries and schools and by establishing a number of small collections in French-speaking communities along Highway 11. In 1973 each of 14 libraries of the region was given a grant of $2,000 for French language books and periodicals and $17,100 was budgeted for the headquarters collection and administrative costs. This $45,100 was obtained from the Ministry of Colleges and Universities as part of a special grant for Francophone services based on 75 cents per francophone resident. In 1974 there will be further grants but on the reduced scale of 40 cents per francophone resident which syould yield about $24,100. The level of future grants beyond 1974 for this purpose is unkrown but can be expected to continue for several years at least.

The regional board designated the Timmins Public Library as the French language resource centre for the region because it housed the largest collection of French language material. The Timmins library agreed to lend groups of French books to any library asking for them, to fill inter-library loan requests for individual French titles requested, to strengthen its own French collection with current circulating and reference material and to purchase up to 60% of the French material required by students taking extension classes offered by Northern College or Laurentian University anywhere within the region. Up until 1972, the last year for which annual figures are available, this plan was modestly successful. In 1972, 129 French books were borrowed from Timmins through interloan including extension course books in French and only 443 French books were deposited in 4 libraries: Cochrane (211), Kapuskasing (33), New Liskeard (99), Schumaker (100).

The 2 regional bookmobiles also provide French materials to elementary and secondary schools requesting the service and through local schools, old peoples' homes and some private homes to French-speaking adults in areas of the region remote from established public libraries.

Principally by the above methods NERLS has sought to meet the needs of relatively new Francophone demands for library service by providing French materials in the form of gifts to its associated public libraries, by subsidizing the Timmins Public Library and by distributing its own resources in small deposit collections in both languages. Since no statistics of use have been kept and because the provision of French material is a new service in some communities, it is not possible to judge the success of the methodsused or the programme as a whole. However, in talking to the bookmobile driver and the librarians in the associated libraries around the region it is apparent that demand for French material varies greatly from location to location. Use by children is increasing. Use by adults in many places is increasing; in others the Francophone population reads mostly in English either by choice or because the selection of French material is inadequate. A pattern has not yet emerged. Referring to Table H, Cobalt, McGarry and Smooth Rock Falls libraries have a high use of French circulating material but a relatively small collection of French books. Cochrane has a slightly low use of a collection that is close to the right size. The other libraries have a use of French material roughly in line with the size of the collection and the number of French-speaking residents in the communities. In Iroquois Falls and Kapuskasing French reference material is heavily used; in Haileyburg, Cobalt, Smooth Rock Falls and Timmins it is not. These conclusions are very tentative because of the recent acquisition of much of the French material and the recent presence of bilingual staff members in some of the libraries. However, it is safe to conclude from an assessment of the data displayed in Table F and from the comments of the library personnel that use of the public libraries by the French-speaking population is in a state of transition and flux but generally is on the increase among all age groups.

TABLE H

Percentage of French-Speaking Population Compared with French Use of Public Libraries in the Northeastern Region

	% of French-Speaking Population, Census, 1971	Estimated by Library Staff, 1973	% of Collection in French	% of French Use of Circ. Collection (Est.)	% of French Use of Ref. Collection (Est.)	Total Perm. Staff	No. of Bilingual Staff
Cobalt	34	30	6.6	45	30	2	0
Cochrane	44.5	65	36	20	--	4	1
Elk Lake	45.5	65	39	--	--	1	0
Englehart	6.1	9	0	0	--	2	0
Haileybury	38.3	60	28	30	10	2	2
Iroquois Falls	48.8	52	29	30	40	3	3
Kapuskasing	57.7	70	46.6	40	50	5	4
Kirkland Lake	20.2	10	3.5	3	10	8	1
Larder Lake	40.3	50.2	7.6	25	20	1	0
McGarry	44.6	60	3.9	20	25	1	0
Matheson	36.7	43	1.7	--	--	2	0
New Liskeard	25	23	4	--	--	3	1
Smooth Rock Falls	80.3	80	19.6	50	20	3	1
Timmins	37.4	40	18.4	26	10	16	4

Children and young people are now looking to the libraries for help with school work and adults are tentatively and in some locations shyly using the new French materials. In the case of Matheson and New Liskeard with sizeable French-speaking populations and very small collections, no conclusions can be arrived at until at least a third of the total collections of these libraries are in French. In the case of Englehart at least 10% of its collection should be in French so that a minimum selection might be offered to its small French-speaking population.

5. Future Library Service To The French-Speaking Population

If the special grants for Francophone service authorized by the provincial government were to cease the regional board would be faced with the need to expand and maintain its French language service from its regular provincial grant. To prevent the collections in the public libraries and the deposit collections from being "read out" in a very short time at least $50,000 per year would be required without considering the considerable operating and administrative expenses indirectly chargeable to the French language service programmes.

In our opinion the special funds received in 1973, 1974 and in subsequent years should be considered as incentive grants and used to promote a general programme of service to the French-speaking population, to educate member libraries in the techniques of such service, to encourage the hiring of bilingual staff and to devise means of co-operation between the public libraries and other institutions being developed to serve French-speaking students. If Francophone grants from the regional board to the public libraries are continued they should be made conditional upon the recipient library matching the value of the grant from its own budget and in our view such grants need not, nor should not, be confined to the provision of books and periodicals only.

In allotting present and future grants for the development of Francophone service the regional board should adopt a general policy which could be applied to all libraries objectively. There are a number of factors to be considered. The French-English proportions of the population, the need for a French collection in every community large enough to offer a reasonable selection, the ability of most French-speaking citizens to read English books, and the probable increase in the demand by the English-speaking population for facilities and materials with which to learn French and maintain proficiency.

In addition, and as recommended elsewhere in this report, the present bookmobile service to libraries should be phased out in favour of strengthening the permanent collections of the libraries to make them

more self-sufficient. The French language collection at regional headquarters would then be used as a back-up collection for inter-library lending and for bulk loans to communities without library authorities and to people in isolated settlements.

From our conversations with library personnel of the region, from our observations, experience in other regions of Ontario and from the data collected

It is recommended that the following guidelines for Francophone library service be adopted by the NERLS Board and form the basis of future policy:

a. The English and French-speaking people of the region are entitled to library service in their own language roughly in proportion to the division of these language groups in each community.

b. All public libraries and service points will be encouraged to build and maintain a circulating and reference collection of books, periodicals, tapes, discs, etc. in English and French with neither collection being less than 10% of the total.

c. Since it is reported by the libraries that children use French material more than adults, all French collections should be weighted beyond the accepted CLA standard of 30% children's books and 70% adult books. We suggest 40% to 60%.

d. All public libraries should be encouraged to provide materials to assist the English-speaking population to learn and maintain proficiency in French. In addition, the larger libraries should be assisted to supply language-learning equipment such as audio-visual carrels, disc and tape players, video cassettes and players or other devices suitable for the purpose.

e. To stimulate the development of French language collections and library programmes of value to the French-speaking population, the regional board should offer direct programming and material selection assistance from the regional staff as well as incentive grants conditional upon the associated library matching the amount of the grant from its current budget. Regional headquarters should order and fully process all French material provided to the libraries through its incentive grant programme.

f. The regional library should organize on a regular basis in-service educational programmes for the library personnel in the region designed to improve and expand francophone library service or support the attendance of regional library personnel at approved educational programmes elsewhere.

g. As a general policy the regional board should assist the associated libraries to reach and maintain a standard of 3 French language books for each French-speaking citizen (2.5 in cities over 10,000). While the collections are being built to this standard, bulk loans from the regional collection may be continued.

h. The regional library should use its own material resources to supply French-languge collections to individuals and communities not served by municipal library authorities but should serve the Francophone population within a municipality only through its established library.

i. On a regular basis all libraries in the region should be consulted in regard to the quality and quantity of Francophone library service being provided, the policies and techniques being employed and the amount of money to be allotted in the regional library's budget for such service.

j. Interlibrary lending of French language material should be encouraged by integrating the lending of such material with the lending of English material in an ILL and communication system as outlined elsewhere in this report. It is not necessary to designate any one library as a French language resource centre if every French language collection can be made freely available to anyone in the region.

k. The regional staff should include at least two persons who are bilingual, one of which should be the Director or assistant to the director who would be in charge of Francophone library service. In addition at least 2 board members should be French-speaking and representatives of communities with large Francophone populations.

l. Each library should include in its staff at least one bilingual person. In the case of libraries or deposit stations with only one staff member or a volunteer that person should be bilingual if the community is more than 50% French-speaking.

m. Library service by NERLS to French-language schools should not be regarded as a substitute for a school library, only as a temporary measure until an adequate resource centre is developed. Service should not be provided free of charge. Fees for the service should be based on the cost of such service to the

regional board. However, if the school is acting as a community library for adult use and is being supplied with adult French language material the service should be free of charge.

n. The regional headquarters collection of French language books or non-book material including the course book collection should be maintained as approximately 30% of the total collections. (The present regional book collection is only about 10% French.)

In order to carry out the board's policies on French language service the Director of the regional system will need a French-Canadian assistant, preferably a Franco-Ontarian, who can travel throughout the region as a field consultant to the public libraries, who can monitor the use of French language material, gather statistics, determine the needs, advise the director on techniques, programmes and new policies, organize and conduct educational and training workshops for library personnel, consult with the staff of other northern regional systems on French language library service and who can co-ordinate the region's library service with the French language programmes of Northern College, Le College de Hearst and any other adult educational programmes offered in the region to the Francophone population or those learning French.

In Table I we have suggested how the public library French book collections might be apportioned considering the factors and guidelines mentioned above. No French collection is less than 10% of the total.

The experience standard for library collections in communities with less than 10,000 people is a minimum of 3.5 - 5 books per capita. Since many French-speaking people will continue to read in English, since audio-visual materials are now an accepted feature of library collections and should be included in the per capita count and because no library is dependent solely on its own resources, we have abated the per capita standard for the French collections to 3 books per capita.

It is generally accepted that a library in a smaller community be stocked in the proportion of 30% fiction and 70% non-fiction. Of the non-fiction collection 10% should be reference works or, in the entire collection, 7% should be reference. In the cases of Timmins, Kirkland Lake and Kapuskasing with populations over 10,000 we have suggested 20% fiction, 80% non-fiction and 8% of the total stock for reference. For these libraries there should be 2.5 French books per capita.

In all cases non-print materials should be added to these minimum stock figures.

We have applied the above standards to the following Table.

TABLE I

Present and Recommended French Book and Periodical Collections for Public Libraries in NERLS

	Cobalt	Cochrane	Elk Lake	Englehart	Haileybury	Iroquois Falls	Kapuskasing	Kirkland Lake
French Population[1]	750	2210	305	105	2020	3550	7401	3065
French Collection	546	3680	302	20 (est.)	2504	5167	8890	1530
Recommended Bks/Cap.	3	3	3	3	3	3	2.5	2.5
Recommended Coll.	2250	6630	915	450[2]	6060	10650	18525	7662
Adjustment	+1734	+2950	+613	+430	+3556	+5483	+9653	+6132
Circulation Coll.	510	2680	248	0	2495	5063	8890	1400
Recommended	1093	6166	851	400	5636	9905	17229	7126
Adjustment	+583	+3486	+603	+400	+3141	+4842	+8339	+5726
Reference Coll.	36	500(est.)	2	20	9	104	--	130
Recommended	157	464	64	31	424	745	1296	536
Adjustment	+121	-36	+62	+11	+415	+641	--	+406
Periodical Coll.	2	6	0	0	9	1	7	7
Recommended[3]	15	15	15	15	15	15	27	18
Adjustment	+13	+9	+15	+15	+6	+14	+20	+11

1 1971 Canada Census figures.
2 10% of present collection.
3 See Chapter VII for French periodical standards.

(continued)

TABLE I (Continued)

	Larder Lake	McGarry	Matheson	New Liskeard	Smooth Rock Falls	Timmins	Total Adjustments
French Population	595	785	1170	1375	745	16555	
French Collection	531	320	115	802	1658	18533	
Recommended Bks/Cap.	3	3	3	3	3	2.5	
Recommended Coll.	1785	2355	3510	4125	2235	41387	
Adjustment	+1254	+2035	+3395	+3323	+577	+22854	+63988
Circulation Coll.	456	300	115	678	1610	17957	
Recommended	1660	2191	3265	3837	2079	38528	
Adjustment	+1204	+1891	+3150	+3159	+469	+20571	+57564
Reference Coll.	75	20	0	124	48	576	
Recommended	125	164	245	288	156	2859	
Adjustment	+50	+144	+245	+164	+108	+2283	+4614
Periodical Coll.	4	4	0	1	6	4	
Recommended	15	15	15	15	15	60	
Adjustment	+11	+11	+15	+14	+9	+56	+219

VI AUDIO-VISUAL SERVICES IN THE REGION

Among the public libraries only Timmins, Kirkland Lake and Larder Lake have film collections. Timmins owns 138 16mm films and has 9 on deposit. Kirkland Lake owns 76 16 mm films and has 42 on deposit from the Northern Ontario Film Federation which are changed ten times a year. Larker Lake has 14 films on deposit. Use of these films in 1973 was: Timmins - 610 films borrowed, Kirkland Lake - 1,384 borrowed and Larder Lake - 87 films borrowed. Projectors and screens are also available in these libraries.

The regional library has a collection of about 950 educational film strips which are sent mostly to the schools in Kirkland Lake for a charge of $200.00 per year.

Phonograph recordings are available in Kirkland Lake where 792 adult recordings were borrowed 466 times in 1973. Haileybury and New Liskeard have begun small collections.

Expenditures on A-V materials have been modest. In 1972, $962.00 was used to buy films for the Northern Ontario Film Federation and $104.88 was spent on film strips. In 1973, $1,020.25 was spent in total on films and A-V software for libraries even though NERLS offered to spend $100 on A-V materials for each library in the region to get collections started. This amount is offered again in 1974.

There is a regional collection of about 200 framed reproductions of paintings for loan to libraries which may in turn lend them to individuals. In practice few are borrowed; most remain in the libraries as decoration.

During our library visits we asked about the demands for audio-visual materials. Most libraries felt that film service, if centrally organized, would be of benefit and most would be willing to use and lend other A-V materials. The smaller libraries felt that there was little room for any additional stock or services.

1. Future Audio-Visual Service

In our view the educational and recreational function of the public library is seriously hampered without the newer media. Books, although still important, are no longer the only means of communicating ideas. Indeed some ideas and concepts are better disseminated using sound or visual images. Young people in particular are quite used to non-book materials and find the necessity to use a record player, projector, camera or tape record no problem. Knowledge and information come in many packages. If the communication of knowledge and inforamtion is seen as the chief role of a public library then the use of non-book materials cannot be neglected.

Recognition of the importance of non-book media and their use in libraries is apparent in the 1974 provincial government project "Outreach Ontario".* Funds will be available to regional libraries on a matching grant basis for the development of programming in the creative and performing arts and for the purchase for local libraries of video-tape playback equipment and programme tapes. For the latter programme $5,000 will be available from the province plus $5,000 from the regional budget.

The video-tapes and playback equipment should be used experimentally by selecting two or three libraries whose staff is willing to study the capabilities of such equipment and conduct pilot projects to ascertain the best use of it. Other libraries in Ontario such as Scarborough, London and the Lake Erie Regional System** have used video equipment for several years and should be consulted. After one year of experimental use a report might go forward to the NERLS board with recommendations for future guidance. In addition the equipment and software might tour a number of locations in the region via the regional vehicle to obtain reaction and comment. If appropriate software can be found, Moose Factory Island would be an interesting location for experimental use. This, too, could be an aid in identifying the best future uses.

It is our view that 16mm films and eventually Super 8 sound film cassettes will be used in libraries for many years to come in spite of the recent enthusiasm of the Ministry of Colleges and Universities for the provision of video equipment and cassette and cartridge programmes from the Ontario Educational Communication Authority. The selection of available 16mm films is very wide. Many collections are accessible in schools, colleges, universities and in other libraries. In addition the National Film Board's regional offices are prepared to offer advice, free films for borrowing and films for purchase at discount prices. Utilization of 16mm films is easy. Most library staff members and the public are quite familiar with this medium of education including the operation of the equipment.

It is recommended that an audio-visual department be established at regional headquarters, a collection of 16mm and, in time, 8mm films be acquired by purchase and by borrowing, and that this department administer the audio-visual programmes of the regional board including the lending to groups and individuals through libraries of films of high quality educational value.

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* See memo of April 3, 1974 from Mr. W.A. Roedde, Director, Provincial Library Service, Ministry of Colleges and Universities.

** See Regional Media Report. LERLS, 1973.

For this purpose it is recommended that the NERLS board use $75,000 of its capital reserve fund over a two year period to purchase films, equipment and projectors for the audio-visual department.

The provision of $100 per library to encourage the establishment of A-V collections, which up to now has been used only for a negligible number of phonodiscs, should be abandoned. In place of this programme we recommend the establishment of a large decentralized regional collection of sound recordings. Beginning in 1975 $8,000 should be provided in the regional budget for the purchase of phonodisc and tape collections for lending to four library locations only. This would provide collections large enough to offer an adequate selection in any one location. In 1976 and 1977 similar amounts should be provided to build up further collections which, when large enough, could be moved about the region as requested. Some libraries might not choose to house and administer the lending of these collections. This will be their choice. However, the staff of those libraries which choose to expand their services should receive instruction in the handling of such materials and the boards of these libraries should be prepared to spend a minimum of 10% of their library materials budget on A-V materials each year to support the regional programme.

It is recommended that in 1975 four public libraries in the region receive collections of phonodiscs, tapes and the necessary display facilities on loan from the regional library providing a minimum of 10% of their library materials budgets is used to purchase similar A-V software, and that this programme be extended for 1976 and 1977 in further locations.

It is recommended that the NERLS board budget $8,000 each of the years 1975, 1976 and 1977 for the purchase of loan collections of phonodiscs and tapes and that the necessary funds for display shelving, record players and other equipment for lending to libraries be included in the equipment funds.

2. Suggested Audio-Visual Budget - 1975, 1976 and 1977

1975 - $50,000 from the capital fund for budgeting as follows:

Projectors and screens -	$ 4,000	
Splicer, rewind equipment, film racks, etc. -	$ 4,000	
Films -	$42,000	(about 180-200 reels)

- $10,000 from salary budget

  Administration and one library technician with audio-visual training.

- $ 8,000 from library materials budget

  About 1,000 phonodiscs and tape cassettes for lending to libraries.

- $ 2,000 from equipment fund for record and tape players

1976 - $25,000 from the capital fund

Projector and screens -	$ 2,000	
Films -	$23,000	(100-110 reels)

- $13,000 from salary budget

  Administration

- $ 8,000 from library materials budget

  About 1,000 phonodiscs and tape cassettes

- $10,000 from equipment budget

  Other A-V equipment including video-tapes, etc.

These collections should be built in consultation and co-ordination with Northern College, the Boards of Education, the Northern Ontario Film Federation and the Timmins and Kirkland Lake libraries.

It is recommended that a regional audio-visual committee representing some of the above institutions with a member from the regional staff and 2 representatives from other libraries in the region be formed to advise on hardware and software, techniques, help select material and generally guide the expenditure of funds and the development of the regional board's audio-visual programme.

VII STANDARDS FOR THE PUBLIC LIBRARIES IN NERLS

Although the regional board has no power to establish or enforce minimum standards in the libraries in northeastern Ontario it may urge them to improve their facilities by pointing out inadequacies and it may help correct the inadequacies with its services and programmes. If a local library makes no attempt to supply adequate service as the board is charged to do in the Act, the required board can certainly withdraw its services until an effort is made. This may seem a drastic step to take but several regional boards in Ontario have done so.

Table H indicates some of the shortcomings revealed by the questionnaire sent to all the libraries in the region and in the following comments we offer further opinions for the board's consideration. However, we would rather not suggest detailed or full minimum standards because it would be far more effective if all libraries in the region together with the retional staff voluntarily agreed to set their own and work to attain them.

Comments

a. Periodical collections are very weak and mostly consist of popular titles which are easily obtained in most communities. There should be many more titles, more specialized, expensive titles with high information content.

b. Opening hours are very short in some libraries, 15-20 hours per week should be the minimum number for any library and 30 hours for libraries in population centres over 4,000. There seems to be a tendency to close during the lunch and dinner hour, which is very inconvenient for thepublic and results in poor public relations. The short open hours and mealtime closing probably indicate a need for more staff or at least relief staff in some locations.

c. The absence of non-book materials is noticeable. We will deal with this subject in a separate chapter.

d. Some library premises are poor. The space is too small or very shabby on the exterior or located on the second floor of a building. Study facilities for students are inadequate; lighting is poor; shelves are too crowded; staff workroom and washroom facilities inadequate, etc.

e. Reference collections are in great need of upgrading.

f. Bilingual staff along with a strong book and periodical collection is the secret of success in French language service.

g. Only Kapuskasing, Matheson, Kirkland Lake and Timmins have photo-copying equipment. We would recommend it for every library.

h. There are no meeting rooms in any of the libraries even the resource libraries are without facilities for community groups.

i. The figures for per capita expenditures underline one of the key inadequacies in public library service in the region. All libraries are underfinanced. Even though there may have been some improvement since 1972 (the last date for which total income figures were available) there is still a great need of additional money for this important local service. The average per capita expenditure in Ontario in all regions is $6.74. $6.00 would be a fair standard for the northeastern region.

j. Free access to everything held by a library is a principle which should be guarded. During our visits we found several cases of restrictions on the use of resources by the public. In some instances there was a limit to the number of books which could be borrowed and in others permission to borrow material had to be requested. In Timmins we counted over 1,500 volumes on health, mathematics, literature, travel, technology, the arts, religion, sports, human anatomy, youth problems, etc. which were locked in glass cases and had to be especially requested. These examples of custodial and protective librarianship should be abandoned in 1974.

It is recommended that minimum standards of library service be worked out by a regional committee and endorsed by all library boards in the region, that the northcentral and Algonquin regional systems be consulted on standards and that when agreed upon these library service standards be periodically revised in the light of new conditions.

TABLE J Public Libraries Collections and Use Compared to Minimum Standards

	Pop. Served	Expend. per cap	Total Book Collec.	Per Capita	Recomm. Per Cap[2]	Total Circulation	Per Cap	Recomm. Per Cap[3]	Periodical Titles Eng/Fr		Recomm. Periodicals[4] Eng/Fr		Open Hrs/Wk
Cobalt	2,120	$2.93	8,265	3.9	4	14,650	6.9	10	10	2	15	15	25
Cochrane	4,795	$1.99	14,331	3	4	24,191	5	10	33	6	18	15	33½
Elk Lake (James)	667	$2.77	774	1.2	4	1,500	2.2	10	0	0	15	15	6
Englehart	1,659	$3.39	4,341	2.6	4	14,899	3.4	10	15	0	15	15	27½
Haileybury	4,886	$2.58	8,926	1.8	4	18,452	3.8	10	20	9	20	15	21
Iroquois Falls	6,757	$3.65	17,624	2.6	4	42,243	6.2	10	21	1	26	15	29
Kapuskasing	12,526	$2.49	19 057	1.5	3	61 470	4.9	9	27	7	48	27	32
Kirkland Lake	14,041	$4.57	40,500	2.9	3	148,000	10.5	9	92	7	92	18	52
Larder Lake	1,345	$3.61	6,946	5.2	4	21,681	16	10	39	4	39	15	15
McGarry (Virginia-town)	1,615	$3.53	8,287	5.1	4	12,814	7.9	10	16	4	15	15	17½
Matheson (Black River)	3,946	$ .93	6,707	1.7	4	10,630	2.7	10	19	0	15	15	8
New Liskeard	5,374	$3.86	19,978	3.7	4	41,324	7.8	10	31	1	31	15	26½
Smooth Rock Falls	1,186	$5.38	5,433	4.6	4	11,754	10	10	15	6	15	15	10½
Timmins	41,957	$3.30	100,845	2.4	3	241,789	5.8	9	63	4	161	60	63

1 1974 Municipal Directory- Figures are for 1973
2 4 books per person up to 10,000 pop. 3 books per person over 10,000 population
3 10 loans per person up to 10,000 pop. 9 loans per person over 10,000 population
4 1 current subscription for each 260 people. Minimum collection 15. Haileybury, Kirkland Lake, Larder Lake, New Liskeard and Smooth Rock Falls exceed the standard. French periodical collections - minimum 15, otherwise in proportion to the population.

VIII THE RESOURCE LIBRARIES AND THEIR RELATIONSHIP WITH NERLS

The Timmins and Kirkland Lake public libraries with the largest collections in the region have been designated for several years the resource libraries of the Northeastern Regional Library System. Contracts have been signed each year setting out the obligations to be fulfilled by the resource libraries in return for a payment of $10,000 from NERLS. Both the obligations and the sum to be paid have remained largely unchanged for several years.

Both contracts specify that: a) personnel and supplies for the operation of reference and inter-library loan services are to be provided, b) reference service is to be provided to the people of the Districts of Cochrane and Temiskaming, c) inter loan of all material requested from within or without the region is to be honored, d) personnel and supplies for the compilation of the tri-regional union catalogue are to be supplied, e) free memberships are to be offered to everyone, f) reciprocal borrowing privileges are to be given to everyone.

In two clauses the contracts have differed in the past. Timmins was obligated to purchase and circulate 60% of the French-language course books listed on any extension course reading lists and bound to acquire French-language books for adults and children. Kirkland Lake was to provide the services of an employee to assist with book processing and was obliged to strengthen its English collection in all areas. In 1974 new contracts were drawn up in which the provision of personnel by Kirkland Lake to process books was dropped because of the move of NERLS headquarters to new premises and the obligation to supply 60% of the French titles on course reading lists was dropped from the Timmins contract because NERLS assumed this duty. A new clause in which the libraries are obligated to publicize the ILL and reference service was added. The contracts are now identical except for the name of the library and the change of language in clause h). Clause i) has been added to both.

The clauses of the contract signed in 1974 are as follows:

a) To provide personnel and supplies for the operation of reference and inter-library loan services.

b) To provide reference service by mail, telephone or in the library to the people of the Districts of Cochrane and Timiskaming.

c) To provide inter-library loans of requested materials, whether requests are received by mail or telephone from within or outside the NERLS coverage area.

d) To acquaint librarians in the region and the public (insofar as is feasible) with the services available through this contract.

e) To provide personnel and supplies for the City of (Timmins) Public Libraries' share of compilation of the Tri-Regional Union Catalogue.

f) To provide free membership privileges for students, visitors, and out-of-town library members.

g) To permit reciprocal borrowing by patrons of all libraries within the NERLS area.

h) To strengthen collections in both juvenile and adult areas of the (French) language collection.

i) To submit to the Regional Board on account, in two parts, of expenditures related to this grant. Form and content of accounting will be specified by the Director. The first part will be submitted to the Regional Board by September 8, 1974; the second by January 10, 1975.

In our view clause g) is an obligation which should be assumed as a matter of fact by all libraries in the region. Clause h) is too vague and obligates the libraries only to buy books or other material without specifying the number and kind and clause f) is a light burden for either library and is, we understand, seldom used. Since little inter-library reference work is done, clause b) is largely inoperative.

Clauses a) and c) pertain to the inter-library lending operation and if, as recommended in chapter IV, the Teleprinter network is organized and paid for by NERLS, the resource libraries will be compensated amply for their participation in the scheme by the benefits accruing to their patrons. Access to vast library resources will be efficiently provided to everyone in Timmins and Kirkland Lake.

The resource libraries also benefit by their participation in the tri-regional book catalogue and should not have to be compensated for supplying staff time for this project.

Clause d) seems to us to be another obligation of all libraries in the region including, of course, the regional library.

It is true that the largest collections in the region are heavily used by the smaller ones and most benefits flow from the Kirkland Lake and Timmins libraries outward to the patrons of other libraries. Nevertheless, these two libraries in turn benefit by being part of an inter-regional and provincial network of libraries many of which are much richer in resources than Kirkland Lake or Timmins. Of the 500 book catalogue entries selected at random, only 136 were held by either the Timmins or Kirkland Lake libraries. This is only 27.2%. This low percentage is an indication of the value of the resources available in the Sault Ste Marie, Algonquin and Sudbury libraries.

NERLS in the future will be supplying its two major libraries with resources from its own central collections of books, films, phonodiscs, video cassettes and other materials in French and English. NERLS is now providing advice and publicity and will be increasing these services and programmes.

By virtue of their size and strength, these two major libraries are usually represented on the regional board and should take a prominent role in all workshops, meetings and regional committees. This form of participation enables them to influence regional policy, to remain well informed and assume the leadership role is their obligation.

It is recommended that after 1974, the present contracts be abandoned and no further payments be made to the Timmins or Kirkland Lake libraries with respect to their designation as resource libraries. It is further recommended that these two libraries be included with all others in all regional programmes and be provided with all regional services.

IX EQUIPMENT, RELOCATION OR EXPANSION FUND

In 1974, as in past years, associated libraries are invited to apply for funds with which to purchase equipment or furniture. In addition money may be granted by the regional board for the relocation or expansion of a library building.

In 1973 and 1974 the allowance for equipment was a maximum of 20 cents per capita. In 1973 the amount for relocation or expansion was $3,000 per library. In 1974 this was raised to $4,000.

Equipment is interpreted as furniture, shelving, filing cabinets, typewriters, duplicating machines or, as quoted from the regional director's memo to trustees and library workers, "any other library equipment that will promote good library service". Requisitions for maintenance, operations or building improvements are not acceptable.

To be eligible for the relocation or expansion funds, detailed plans must be submitted with estimated costs and an indication that the local municipality intends "to contribute a fair share of help". However, these funds can be applied to the purchase of furniture and equipment if not needed for relocation or expansion.

In 1973 a total of $15,650.00 was spent on these programmes.

Comments

Again the emphasis in a programme such as this should be on providing services. Equipment and furniture purchased should be kept on the inventory of the regional board and if one library has no further need for a typewriter or duplicating machine or a range of shelving, it should be returned to the regional headquarters for possible use elsewhere. Care must be taken that funds spent in this way are not taken as outright grants and used to reduce the municipal appropriation.

We would recommend that matching amounts be spent by the local library and that the regional staff issue occasional bulletins describing new library equipment, supplies and technology available.

X BOOKS BY MAIL PROGRAMME

This is a cooperative service to be shared by the Algonquin, Northcentral and Northeastern regional systems to provide library service directly to any individual remote from established municipal library service.

With the $20,000 special grant received from the provincial government it is planned to operate the scheme for one year after which time an assessment of it will be made before a decision is taken on whether to continue.

At the time of writing the programme had not begun but it was planned to select four communities from Northcentral, three from Algonquin and three from Northeastern for the trial period. Each location would be in an area without library service, outside an organized municipality and with a small population.

The following details are taken from a memo issued by the Director of the Northcentral Regional Library System.

METHOD

The service for the Northeastern, North Central and Algonquin Regions will operate out of Sudbury. A technician will be hired to run the project.

A copy of the Tri-regional book catalogue will be made available in each community slected for the pilot run. The selection of the communities and recruiting a member of the community to act as agent will be the responsibility of each region. The agent will be paid an honorarium of FIFTY DOLLARS ($50.00).

POSITION

Once the agent is selected a direct mail advertising campaign will be directed at each community. This will be organized from Sudbury. There will also be a poster for local use.

OPERATION

The agent will be expected to make the catalogue available for a reasonable amount of time during the week and will have a supply of request forms and other necessary stationery. Books requested will be mailed to the individual and returned by him/her. The catalogue agent will not be expected to carry any responsibility for lost books, non-return and so on.

BUDGET ESTIMATE

Income - Provincial grant	$20,000
Expenses	
Technician	$ 6,625
Clerical help (1/8 time)	716
Book catalogue - 10 copies @ $248	2,480
Publicity	3,000
Mailing	2,500
Honorarium	500
Administrative and general costs	1,000
	$16,821
Balance	3,179
	$20,000

Comment

One of the problems with service in northeastern Ontario is the difficulty of serving groups of people scattered over a large area and living remote from organized municipalities. Since there can be no local library authority, library service can only be provided by the regional library in some direct form. One way would be to deposit a collection of materials in a local hall, store or school as is already done in many places. However, this tends to perpetuate dependence on only the small collection found there at any one time. Although an individual may request anything needed directly from regional headquarters, in fact few persons take advantage of this opportunity. The service provided by small book deposits tends to be weak and unsatisfactory sometimes using the talents of a volunteer wastefully.

The books-by-mail plan described above is designed to, in effect, "plug in" the individual's needs for information and library resources to the 30,000 titles listed in the tri-regional catalogue.

We feel that this scheme is a good one and recommend that the NERLS board support its operation for the trial period.

However, we have a few reservations about it which should be discussed with the other regions before implementation:

a. The tri-regional catalogue is computer-produced and its format may be difficult for people to use. The agents in charge of the

service in each community must be carefully briefed.

b. Only English-language adult titles are listed in the catalogue. Many locations which could use such a service are predominantly French-speaking. It is suggested that a bibliography of current French-language titles be included along with a copy of the EORLS French Book Catalogue. In addition a select list of children's titles in both languages might be considered also.

c. Rather than administering the scheme from Sudbury as planned, we would prefer that the individual be allowed the option of mailing the completed form to the NERLS headquarters. If the teleprinter network is available, this may be a faster route for the request and would not involve the use of extra staff in Sudbury.

d. In our opinion a community meeting in each of the designated locations should be organized to explain the service as well as a prior mailing to all persons in the area.

e. At the end of the trial period, if the operation is a success, some of the present reading groups or community libraries might be tested as additional locations for such a mail order method of expanding thelibrary resources available to individuals.

XI COURSE BOOK PROGRAMME

For several years NERLS has attempted to increase the educational resources available to adults in the region by buying and lending through the local libraries 60% of all titles listed on an approved book list issued by a university, community college or high school as required reading for an extension course. After the book is no longer needed it is returned to regional headquarters. All requests for French titles were supplied by the regional library through the Timmins library to which the title is returned after the course has been completed.

After five years accumulation there are now about 10,000 secondary, college and university level books on hand including about 1,500 French titles housed in the Timmins library.

Comments

This programme is a very good one and might be made more useful by issuing a catalogue to libraries, educational institutions and individuals each year before courses are due to begin, listing all books on hand at the regional headquarters.

When requests are received, the local library's collection should first be checked before the request is supplied through the NERLS collection or purchased. The French course book titles presently in Timmins should be returned to headquarters. The Northern College collection should also be assessed as an additional source of course books and if a significant number of titles is judged useful, the relevant portions should be included in the proposed catalogue and be made available either directly or through NERLS.

It is recommended that NERLS attempt to supply any course book requested by an individual directly or by a teacher through a local library by publishing a catalogue of its current collection each year in the Fall and by promoting this service through the local libraries, Northern College and Le Collège de Hearst.

XII COMMUNICATIONS

We have stressed in this report the regional library objectives of unity of purpose, coordination and standards. To assist the attainment of such objectives great stress needs to be placed on communications.

The public libraries must arrange for their own publicity and must not ignore the need for a lively public relations programme. The regional library must dwell more on its relationship with the libraries. As we travelled around the region we found that most libraries had only one regular contact with the regional library and that was through the bookmobile service. There should be more consultation, more seminars, more open discussion and more get-togethers.

Another aspect of communications which appears to be neglected is the newsletter. Most regional systems issue a regular bulletin offering news about the libraries, the region, summaries of board meetins, statistics, reminders of service opportunities, notices of meetings, news of library activities elsewhere, etc. Such a publication can strengthen unity, sell new ideas and educate everyone. There are many good examples of publications issued by the regional library systems of Ontario. The North Central Regional Library Magazine, CORL Comment, Intralogue of LERLS, the regional news of South Central called Scurrilous and Triangle of EORLS.

It is recommended that a regional newsletter be published regularly by NERLS as a means of improving communications between library workers, library boards and other areas of the province.

A NOTE ON METHODOLOGY

During March and April of 1974, visits were made to each of the libraries in Northeastern Ontario except in Smooth Rock Falls and Matheson-Black River. Unfortunately, we did not telephone ahead to Matheson before the visit and upon arrival found the library closed and in the case of Smooth Rock Falls, which was to be visited from Kapuskasing, an impending closing of the Timmins airport necessitated a departure from Kapuskasing earlier than planned. In Moose Factory we found the library closed for lack of heat. Unfortunately, we couldn't talk to the librarian; she was tending the trap line with her husband, but we did have a long visit with three of the board members.

The necessary data were collected by interview, from local records, on visits to the regional headquarters, the Provincial Library Service office and over the telephone. A questionnaire, circulated to all libraries, was completed by all recipients and these facts were supplemented during the interviews. As a contribution to the study of the resource libraries the regional staff analyzed 500 entries from the Tri-regional book catalogue.

A questionnaire developed for mailing to all schools in the two districts was less successful. Of the 19 mailed out only 11 were returned. The questions asked were only partially completed. In no case was the information complete. In 3 cases the information was too sketchy to be of any value. We realize that a personal visit to each school would have been the only satisfactory method of surveying the school library situation. However, this would have doubled our travel time. The only school visited was the Moosonee Education Centre. Northern College at Kirkland Lake had been visited during a previous visit.

ACKNOWLEDGEMENTS

In our travels around the region and during our interviews, we met only friendliness and patience with our questions and investigations. Everyone was frank and open in their opinions and we became aware of a great store of goodwill toward the regional library and satisfaction with the work it is doing.

We are particularly grateful to Brian Cahill, Director of the Northeastern Regional Library System, to Mrs. D. MacDougall, Chairman of the Board and to other board members we met during the study. The regional staff were of great assistance and the staff of the libraries we were able to visit went to considerable trouble to receive us, particularly during a time when the library was normally closed. To Mrs. Bennetts of Kirkland Lake and Mrs. Boyd of Timmins we are grateful for their generous help.

Finally, we wish to thank the Provincial Library Service for supplying the necessary reports and documents pertaining to the regional operation and the public libraries of northeastern Ontario.

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